

The University of Chicago

THE GOVERNMENT AND ADMINIS-
TRATION OF PUBLIC LIBRARY
SERVICE TO NEGROES IN
THE SOUTH

A PART OF A DISSERTATION SUBMITTED TO
THE FACULTY OF THE GRADUATE LIBRARY
SCHOOL IN CANDIDACY FOR THE DEGREE OF
DOCTOR OF PHILOSOPHY

MARCH, 1940

By
ELIZA ATKINS GLEASON

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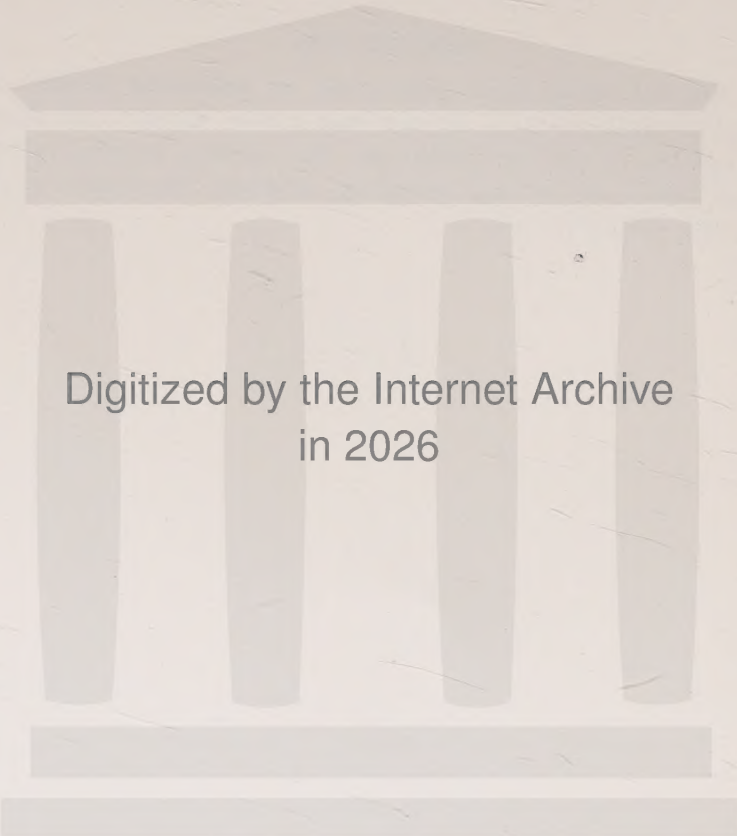
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PREFATORY NOTE

The following pages constitute the essential portion of the complete dissertation, of the same title, which is on file in the University of Chicago Libraries. For certain internal references not contained in this essential portion, the reader should consult the complete work.



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INTRODUCTION

Though much improvement has been apparent in recent years in the development of college libraries for Negroes, progress in the public library field has been less marked. Not only has this retardation been evident in the limited spread of public library facilities, but also in the dearth of important investigations dealing with this vital phase of Negro library activity. As a field of specialization, it has been almost entirely neglected.

Perhaps the first attempt to establish the status of the Negro in the American public library scene was made by William F. Yust,¹ at that time Librarian of the Rochester Public Library, though formerly, 1905-12, Librarian of the Louisville Free Public Library. The information gathered by Mr. Yust was presented in a paper read before the American Library Association at its Annual Conference in 1913. This paper dealt primarily with service offered by public libraries, though some consideration was given to school and college facilities.

It is very interesting to note that in this early discussion, the writer reviewed some of the same problems which today confront those concerned with public library provisions for the Negro: methods of management, reading interests, and, of course, the not-underestimated "Southern attitude." No effort was made by Mr. Yust to analyze thoroughly any one of the questions; in fact, it is doubtful whether at that time sufficient evidence was available to support an objective investigation. Some of the conclusions he reached are also of current concern and are stated here because of their pertinence to certain discussions which are to follow. Mr. Yust maintained:

That books and reading are of the utmost value in the education, development, and progress of the race.

That in many places institutional libraries are supplying the book wants of the few negroes who really have need of libraries.

¹W. F. Yust, "What of the Black and Yellow Races?" Bulletin of the American Library Association, VII (July, 1913), 159-67.

That where a genuine demand has manifested itself and up-to-date facilities have been provided negroes have been quick to use them and have made commendable progress.

That the best solution of the problem is the separate branch in charge of colored assistants under the supervision and control of the white authorities.

That public library provision for negroes is only a part of the larger question of negro education.

The second attempt to secure information on public library service to Negroes seems to have arisen out of preparation for the first annual meeting in 1922 of the "Work with Negroes Round Table," held for several years at the Annual Conference of the American Library Association.¹ Questionnaires were sent to 122 libraries by the 135th Street Branch of the New York Public Library, which is located in the Negro district of New York City known as Harlem. It was hoped that through these forms sufficient data might be collected to obtain an overview of all types of public library service available to Negroes. Consequently, questionnaires were also sent to libraries outside the Southern area. The questions asked were limited to five; only those inquiries were made which seemed essential as a starting point for discussion and investigation.

At the second annual meeting of the "Work with Negroes Round Table" at the American Library Association Conference in 1923, held in Hot Springs, Arkansas, a third review of the status of public library service for Negroes was made available. This survey was included in a report made by Miss Julia Ideson of the Houston Public Library on "Progress South," and contained brief information on conditions in thirty-five distinctly Southern libraries. The data for this report were obtained from questionnaires sent to about eighty libraries in the principal cities of the South which had large Negro populations. Thirty-five libraries replied, and the information given in the report was based on the responses of these libraries.

In 1926, two efforts were made to secure information regarding public library facilities for the Negro group. George T. Settle, Librarian of the Louisville Free Public Library, prepared a paper, which he read before the Southeastern Library Associa-

¹Ernestine Rose, Report of: "Work with Negroes Round Table," Bulletin of the American Library Association, XVI (July, 1922), 361-66.

tion at its Fourth Biennial Conference, on the "Status of Work with Negroes in the Territory Embraced in the Southeastern Library Association."¹ Mr. Settle secured information for his report from questionnaires sent to forty-seven public libraries in the Southeastern district whose collections totaled 10,000 volumes or more. This questionnaire attempted to secure information on where service was given, and also to find out the general points concerning its administration. Further, an attempt was made to ascertain the opinion of Southern librarians on the need for a Negro library school, and at the end of the questionnaire a section was provided for remarks so that any additional phases of the problem might be commented upon.

The other study completed in 1926 was that made by the Committee on Library Extension of the American Library Association to be included in the volume, Library Extension, published by the Association.² This study consisted of a brief review of existing conditions, covering population served, by states; forms of public library service, by state and city; use of public libraries; state service; and libraries in educational institutions. This study included more factual information than any of the other investigations dealing with this problem.

The next systematic attempt to collect data on this subject was that made in 1930 by Louis Shores, Librarian of Fisk University, Nashville, Tennessee. Mr. Shores was interested in determining opportunities available to Negroes in the library profession and also in establishing the status of the Negro in the American public library scene. As in former investigations, questionnaires were used to gather the data. They were sent to eighty cities selected on the basis of the size of the Negro population, and the questions which were included asked only for information of a rather general type.³ In 1931, Mr. Shores followed this article by a second, which was published in the Wilson

¹Southeastern Library Association, Papers and Proceedings (1926), pp. 46-51.

²American Library Association, Committee on Library Extension, Library Extension (Chicago: American Library Association, 1926), pp. 73-78; Appendix, pp. 154-55.

³Louis Shores, "Public Library Service to Negroes," Library Journal, LV (February 15, 1930), 150-54.

Bulletin.¹ No new figures as to library coverage were given, but noteworthy historical facts were presented regarding the post-war development in Negro library service and Negro professional library activity.

Three comparatively recent studies² which consider Southern library conditions have presented interesting facts about the Negro and the public library, but no one of them has attempted a thorough analysis of any phase of the problem. Since it is felt that an investigation of this kind is significant, it is the purpose of this study to investigate and evaluate certain aspects of public library service for Negroes in the South, which in this study will mean the states of: Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Tennessee, Texas, and Virginia. Stated somewhat more formally, the aims of the investigation are: To define the legal basis of free public library service for Negroes in the South; (2) to identify all institutions offering permanent public library service to Negroes, thereby establishing the extent of library coverage for the group, a simple fact, yet never clearly stated; (3) to revise figures of total library coverage in the South; (4) to identify the governmental type of the public libraries offering service to Negroes, and to determine to what extent one type may offer wider opportunities for service than another; (5) to review the administration and services of the library units maintained for Negro library service; and (6) to determine to what extent the library facilities of private secondary schools and institutions of higher learning for Negroes supplement the regularly organized and publicly supported public library facilities provided for the group.

The material has been treated in the order in which it naturally seemed to fall. Historical information introduces the subject, and this is followed by the discussion of the legal basis of free public library service for the Negro.

¹V (January, 1931), 311-15.

²T. D. Barker, Libraries of the South (Chicago: American Library Association, 1936); L. R. Wilson and E. A. Wight, County Library Service in the South (Chicago: University of Chicago Press, 1935); L. R. Wilson, The Geography of Reading (Chicago: American Library Association and the University of Chicago Press, 1938).

The third chapter presents data on the governmental organization of the library units which serve Negroes. In this section information will be given on branch and station affiliations, and also on the organization of independent Negro library units.

The fourth chapter is concerned with two important facts connected with the extent of Negro library service: the number and distribution of Negro citizens who are served by public libraries, and the number of Negroes residing in areas where public library service is maintained for the white population but none for Negroes. This figure will constitute a correction of the commonly accepted figure for library coverage in the thirteen Southern states.

The fifth chapter treats of financial support and administration, and takes into consideration maintenance from public funds, budgeting and accounting, and the allocation of funds for Negro library service.

Internal administration is the subject of the sixth chapter, and here is found a review of the inner activity of the library organization which includes such factors as quarters and hours, personnel, salaries, book selection, inter-library loans, county extension, and special library services.

The full content of chapter seven is a discussion of those Negro public libraries which operate as independent institutions. This is followed by an examination of the supplementary public library services offered by formally organized educational institutions.

Factual information for this study has been obtained through several sources: published material, correspondence with state library agencies, records of the American Library Association, and through questionnaires and direct observation. Personal visits were made to all known places where separate library agencies were maintained for Negro library service. No attempt was made to visit all library systems which serve Negroes at the main library, though this was done in a few instances. The questionnaires were sent to all public libraries in the Southern area, known or thought to offer service to Negroes, and to all private secondary schools, and Negro colleges and universities in the area listed in the 1937-38 edition of the Negro Year Book. The mailing list for the questionnaires sent to public libraries was made up from information secured from all sources available and

was then checked with data from the state library agencies. When discrepancies were found between the original list and information submitted by the state agencies, questionnaires were sent to all libraries on the original list as well as those suggested by the state authorities. This was necessary as it was found that occasionally small libraries did not report to state agencies and these sources, therefore, could not always supply complete information.

CHAPTER III

GOVERNMENTAL ORGANIZATION OF PUBLIC LIBRARY SERVICE TO NEGROES

Public library service to Negroes in the South is available in some measure on both state and local levels, though it has not been uniformly nor universally developed by either state or local agencies. Consistency is evident only in the lack of service for the majority of the group, and in the obvious shortcomings of those facilities which are provided. In conformity with the general Southern pattern various forms of segregated service have evolved, although exceptions to this general custom occur on both state and local levels.

Service at the State Level

At the state level two main types of public library service are maintained. The first is that offered by state libraries themselves to local residents of the city in which the library is located, or to residents living in other sections of the state who visit the state library. Occasionally there is also some service by mail. The second type is the state-wide public library service provided by state library extension agencies. In some states these two functions are combined in one organization, while in others there are two separate administrative units.

Service from state libraries.--Information was received from eight of the thirteen states considered in regard to the service offered to Negroes in the State Library.¹ Alabama, South Carolina, and Virginia reported that all State Library materials were available for Negro use in the library reading room, but that Negro readers were not seated at the same tables with white readers. Tennessee's policy is practically the same with the exception that only one table is reserved for the use of Negro pa-

¹All facts were obtained through direct correspondence with State Librarians in February, 1940.

trons. Students wishing to use the library are asked not to come in crowds as the library can accommodate only three or four persons at the time.

No clear-cut statements as to state policy were received from either Florida or Georgia. In Florida Negroes from the local state college had been given service in some instances, and on these occasions seats were furnished them in the main reading room, but not at the same tables with white readers. The State Librarian concluded his communication by the statement: "I have written at length to show you my personal stand in this matter and to make it clear that to give library service from general public libraries to negroes on the same basis as to whites is impracticable and unintelligent." This opinion would tend to indicate what the state policy is, at least, under the present administration. The following sentences from the Georgia State Librarian's communication are also enlightening.

The State of Georgia has no general public library and the State Library is not such an agency citizens of a municipality are expected to call upon the State Library only when the resources and services of the city library do not meet their wants. The State Library has only one large room open to the public. The Librarian exercises her best judgment as to the seating of the patrons. A few negro lawyers visit the State Library. The Librarian tries to satisfy the needs of such visitors as in other cases if they have a legitimate call upon the highly specialized services of the State Library.

A definition of "legitimate" was not included.

All State Library material was reported available to Negroes in North Carolina, though the service is given in a separate reading room. This arrangement, it will be recalled, is required by a North Carolina statute.¹

The Texas State Library extends service to Negroes by mail when the request is from an individual. When the request, however, comes from a city in which a public library is located which gives service to Negroes, the books are lent through the local public library on the same basis as that library lends its own materials. No reading room facilities at all are provided for Negroes in the State Library itself.

This summary shows that five of the state libraries reporting make their facilities available to Negro readers in the

¹See p. 45.

state library. In each of these, however, the policy of separation of the races is in effect, though it is carried out only to the extent of placing Negroes at separate tables. Two libraries stated no definite policy in regard to the use of their facilities by Negroes, though on occasions Negroes have been served. The final library in the group reporting offered service to Negroes through the mail and through interlibrary loan, but no direct service of any kind in the state library itself.

Service from state library agencies.--Service from state library agencies was little more impressive in 1938 than it was in 1926.¹ Service of some kind was offered by more states, but there was no evidence to show that state agencies, as a group, were actively engaged in attempting to change fundamentally the status quo of public library service for Negroes in the South. This does not mean that there were no evidences of intelligent and sympathetic understanding on the part of some state agencies, nor that the apparent inactivity was due to factors over which the agencies had complete control. The point is made, however, that the contribution being made by state agencies was still negligible in terms of tangible results, such as the crystallization of progressive public opinion, the guidance of inexperienced workers, and experimentation in new and useful methods of service.

A short review of the practices during the year 1938, in regard to the use of state agency books by Negroes is pertinent here.² In Arkansas, package and traveling libraries from the Commission were not available to Negroes. In Florida the State Library at one time had done a small amount of lending to the Negro group, but the practice had not been satisfactory from the standpoint of the State Library since "one good-sized collection" was kept over time and had not been given the best treatment by the school which borrowed it. Traveling and package libraries from the Commission were not accessible to Negroes in Georgia because the Department had never grown sufficiently large nor been provided with adequate staff and appropriation to inaugurate such a service and to build up a duplicate book collection, which, it

¹See p. 22.

²When other sources are not cited, the facts reported were obtained through correspondence between Dean L. R. Wilson of the Graduate Library School and the various state library agencies.

was reported, was customary in all Southern libraries. Kentucky provided "several collections of books for the exclusive use of colored people." The Extension Division, which handles the service, also stated that if the demand warranted it, a proportionate part of the budget would be set aside for the regular purchase of books to be added to the collection.¹ In Louisiana there was no service for Negroes from the State Agency, and Mississippi reported Negroes had received service only in a few cases. This had been direct service to Negro teachers and students living in Jackson where the Commission office is located. In North Carolina, traveling libraries for Negroes were available. During the depression it was reported that many of the books in the Negro collection had to be discarded because of great use, but that the collection was being gradually rebuilt. The Commission also stated that the books were very much appreciated and had received good care, but that there were not nearly enough to take care of the requests. The entire collection of the Oklahoma Library Commission was accessible to Negroes; no restrictions were imposed because of race. The service consisted of traveling libraries and the loan of books and other material to individuals. Texas seemed to have retrogressed since 1926, as no extension service was offered in 1938 by the Library Commission or any other state agency. The Extension Loan Library, which operates the package library service, is a part of the State University, and it was established for the "white residents of Texas." In Virginia, all facilities of the state agency, consisting of reading room privileges, individual loans, traveling libraries, and reference services, were open to both white and Negro citizens on the same basis. Alabama had no state library agency, South Carolina had one in name only, and Tennessee provided no general state-wide service,² thus service for Negroes could not have been expected in these three states.

The review of state-wide library service for Negroes from state library agencies has shown that one-half of the ten states in the region, which maintain state library agencies, provide no

¹Fourteenth Biennial Report, 1935-37 of the Library Extension Division (Frankfort: State Journal Co., Printer to the Commonwealth, 1937), p. 31.

²The Tennessee State Department of Education provides traveling libraries for public schools which are available to Negro schools on the same basis as to white schools.

service for Negroes. One state gives direct service to a few individuals who are residents of the city in which the agency is located. Two states provide separate collections for the use of Negroes, and the remaining two states maintain the same service on the same basis for both white and Negro groups. It is therefore apparent that state library agencies contribute comparatively little toward the provision of public library service for Negroes.

Organization of Local Public Library Service

On the local level, four distinct types of library service to Negroes have been developed, which may be enumerated as follows:

1. The Negro branch of the general public library
 - a. Municipal branches
 - b. County branches
2. Negro library stations of the general public library
 - a. Municipal stations
 - b. County stations
3. Independent Negro public libraries
4. Service to Negroes at the main library
 - a. Complete service
 - b. Partial service

These four types and their subdivisions will be discussed in the following section of the chapter. All of these forms occur early in the development of service, except the library station, and all are in current use, though the Negro branch is far more widely diffused than any of the other forms. A more graphic representation of this fact is provided in Tables 4, 5, and 6. Taken together, the various agencies constitute a complete list, so far as discovered, of all places¹ in the thirteen Southern states under discussion in which organized library service is available to Negroes through local public library agencies.

Negro branch libraries.--The branch library as a governmental form may be subdivided into two divisions, one composed of branches of municipal library systems, the other consisting of branches of county library systems. The only essential difference between these two types is that the main library under

¹The headquarters library only has been listed for library stations, as locations are not necessarily permanent; and five library units operating through contracts with formally organized educational institutions have been omitted. See chap. viii, p. 152, for this information.

TABLE 4
GEOGRAPHICAL DISTRIBUTION OF BRANCH LIBRARIES AND COUNTY LIBRARY STATIONS FOR NEGROES

State	Municipal Library Branches ^a	County Library Branches	Library Stations ^b
Alabama	Annikton Birmingham Mobile	Jasper (Walker County)	
Arkansas	Little Rock Pine Bluff	Pine Bluff ^c (Jefferson County)	
Florida	Jacksonville Lakeland Miami Orlando Palatka Saint Petersburg Tampa		
Georgia	Atlanta (2) Macon	Atlanta ^c (Fulton County)	
Kentucky	Ashland Georgetown Henderson Louisville (2) Middlesboro ^d Owensboro	Louisville ^c (Jefferson County)	

TABLE 4 - Continued

State	Municipal Library Branches ^a	County Library Branches	Library Stations ^b
Louisiana	New Orleans Shreveport	Minden(19) (Webster Parish)	
Mississippi	Clarksdale (2) Meridian	Clarksdale ^c (Coahoma County)	
North Carolina	Charlotte Henderson High Point Kinston Rocky Mount Salisbury Winston-Salem	Broadway (Lee County) Charlotte ^c (Mecklenburg County) Henderson ^c (Vance County) Kinston ^c (Lenoir County) Lexington (Davidson County) Sandford (Lee County) Thomasville (Davidson County) Winston-Salem ^c (Forsyth County)	Gastonia (Gaston Co.)
Oklahoma	Chickasha Muskogee Oklahoma City Sapulpa Tulsa		
South Carolina	Beaufort Greenville	Charleston (Charleston County) Columbia (Richmond County) Greenville ^c (Greenville County)	

TABLE 4 - Continued

State	Municipal Library Branches ^a	County Library Branches	Library Stations ^b
Tennessee	Chattanooga Knoxville (2) Memphis (2) Nashville	Chattanooga (Hamilton County) Knoxville (Knox County) Memphis (Shelby County)	
Texas	Austin Beaumont (2) Corsicana Dallas Galveston Houston (2) Port Arthur San Antonio (2) Waco	Amarillo (Potter County) Austin (Travis County) Beaumont ^c (Jefferson County) Gainesville (Cooke County) Midland (Midland County) San Angelo (Tom Green County) San Antonio (Bexar County)	Brady (McCulloch Co.) Corpus Christi Fort Worth Houston (Harris Co.)
Virginia	Charlottesville Danville Lynchburg Norfolk Petersburg Richmond Roanoke Salem Staunton Winchester		

^aOne unless stated. ^bHeadquarters library only. ^cService by contract with municipal library.
^dMiddlesboro has not been included in any of the statistics in this study except this table as it was not established that service was available there until after the study was completed.

^eServes both city and county.

which the municipal branch operates is a unit which primarily serves the population within an incorporated area, while the county branch operates under a library unit designed to give service to a larger governmental area than the incorporated city or town. Service to this larger unit may be accomplished by three major types of county libraries: (1) libraries which are part of the county government; (2) libraries which are part of both the city and the county government; and (3) municipal libraries, or libraries of other types, which serve the county by contract.¹ Examples may be found of county branch libraries for Negroes which operate under all three types.

A glance at Table 4 will show that, in number, the municipal branches are greatly in excess of the county branches even when service is considered from all types of county libraries. This, perhaps, is to be expected as the municipal branch is the older type, certainly coming into existence as early as 1904,² with the possibility of an even earlier date; whereas county library branches for Negroes have practically all developed within the last decade.

In both municipal and county branches, administrative policy is determined by the board of trustees and the head librarian of the library system. In no instance is a Negro a member of the governing board, though there are a few examples of Negro advisory or supplementary boards, such as those of Georgetown, Kentucky; Kinston, North Carolina; Memphis, Tennessee; and Pine Bluff, Arkansas. Atlanta, Georgia, formerly had a Negro advisory board, but it was dissolved as it was felt that the suggestions of the board were not confined to the realm of advice.³

The powers which are granted to Negro advisory or supplementary boards vary. In some instances, such as Memphis, Tennessee, the board acts solely in an advisory capacity, has no power to decide or fix policy, nor any connection with the financial

¹C. B. Joeckel, The Government of the American Public Library (Chicago: University of Chicago Press, 1935), p. 264.

²Branch of the Rosenberg Library of Galveston, Texas. (See p. 16.)

³Ernestine Rose, Report of: "Work with Negroes Round Table," Bulletin of the American Library Association, XVI (July, 1922), 364.

administration of the branch. In Georgetown, Kentucky, the Negro branch library is located in the Negro school and the funds set apart for use by the branch are intrusted to the Treasurer of the Library Committee of the Parent Teacher's Association and are then spent as the school sees fit. There is a slightly different situation in Kinston, North Carolina. Funds are banked in the name of the Negro branch library, and all branch bills go directly to the branch and are paid by the designated member of the Negro advisory board, though the checks for payment must be certified by the treasurer of the main library board. In Pine Bluff, Arkansas, the Negro Executive Committee, as it is called, handles the general affairs of the Negro branch, the main library simply donating books from its own stock and offering supervision. The only funds available seem to be donations from the Negro group, and the Negro Executive Committee has full authority to spend this money, which, of course, is a relatively small sum. In reality, the branch at Pine Bluff is almost an independent Negro library, since the main library spends little actual cash for its support. The books are donations from the regular stock of the main library, except those purchased by funds which come to the branch through gifts from the Negroes themselves, and those which are bought through rental fees, and the salary of the branch librarian is paid by WPA.

The Negro branch library at Miami, Florida, offers a most interesting variation in its governmental form. The library was organized as a branch of the Miami Public Library and still retains this affiliation, though recently it has been operating under a separate board of trustees composed of five Negro members and four white members, who were all appointed by a Negro citizen who gave the site on which the library hopes to erect a new building. These trustees are the governing body of the newly formed "Washington Heights Library Association," a non-profit corporation, and as a body this board has the power to hold property, to buy and sell, to make library regulations, and to incur \$100,000 indebtedness. This form of organization might very well be called a corporation library unit, even though it retains its nominal affiliation as a branch library.

Negro library stations.--A library station, as defined by the Library Service Division of the United States Office of Education on the form for its Public Library Statistical Report, is "a

place from which books are distributed but at which there is no permanent collection or library staff." In the main, this definition is adequate to characterize what is meant in this study by "library station," except it is necessary to point out that in Fort Worth, Texas, the staff of one person is permanent, though the collection is changed periodically.

The available evidence makes it appear that the library station is a more satisfactory form of service than the extremely small branch library. The greatest advantage comes in the periodic withdrawals and additions to the collection. Most small branch libraries receive so few annual additions to supplement their already old and dead stock that they become little more than depositories of books which have long outlived their usefulness. When an arrangement is in effect similar to that of Fort Worth, it is even possible to have the guidance and stimulation which may come from competent permanent personnel. It may be clearly seen, however, that a plan of this sort would not be successful unless there was available a fairly large supply from a central collection, and that all books would be obtainable by every station. If only a small group of books were reserved for, and made accessible to Negro readers, the present situation of numerous dead collections would soon prevail.

Library stations, like branches, may be under the administration of municipal or county libraries. While municipal stations are confined to locations within one municipality, usually in diverse sections of the city, the stations of one county library may be, and customarily are, located in different localities. The public school is a favorite location for either municipal or county stations because there is ordinarily some person at a school who is willing to be responsible for the collection of books which is deposited.

Independent Negro public libraries.--From all available evidence, it may be concluded that the independent Negro library as a governmental form was created earlier than the Negro branch,¹ though service was first actively begun in the branch.² Table 5 shows the cities whose library service for Negroes is operated under this form.

¹See p. 17.

²See p. 16.

TABLE 5

GEOGRAPHICAL DISTRIBUTION OF INDEPENDENT NEGRO LIBRARIES

State	Municipal	County
Florida.....	Winter Park ^a	
Georgia.....	Savannah Waycross	
Mississippi...	Jackson	
North Carolina	Asheville Durham ^b Greensboro Raleigh Wilmington	Raleigh ^c (Wake County) Winton (Hertford County)
Oklahoma.....	Guthrie	

^aPrivately owned.

^bServes part of the county.

^cServes both city and county.

The earliest example of independent organization, as has been shown, was the "Charlotte Public Library for Colored People," located in the city of Charlotte, North Carolina, and created in 1903 by a special act of the North Carolina Legislature. The governing body of this institution was a board of trustees, composed of six members, all Negroes, and endowed with the same powers, and restricted by the same limitations as those conferred and imposed on the trustees of the "Charlotte Carnegie Library," the institution which served the white population of Charlotte.

Until 1935,¹ all libraries which were organized as independent institutions followed the example of Charlotte and had as their governing body a board of trustees composed entirely of Negroes, but recent examples of this governmental form have boards whose membership is not restricted to members of the Negro group. Two excellent examples of this type are the "Richard B. Harrison

¹The year the Richard B. Harrison Library of Raleigh, North Carolina, was founded with a board composed of both Negro and white members.

Library" of Raleigh, North Carolina, and the "Hertford County Colored Library," of Winton, North Carolina, whose board is composed of six members, three Negro and three white. The following synthesis of opinion may help in interpreting this recent trend.¹

1. White members on the board might aid materially in securing adequate support for the institution, without which no public institution may serve effectively.

2. Members of the white group who will consent to serve on the board of a Negro institution usually are genuinely interested in its welfare and will use their influence to strengthen its foundation and to broaden its activities.

3. The more enlightened attitude brought about through the contact afforded by the interracial group works toward an enlargement of all educational and social agencies for the Negro.

4. Opinions of the white members of the board, who often have had wide experience in governmental and administrative procedures, are frequently extremely valuable.

Service to Negroes at the main library.--Library systems giving service at the main library may be divided into two types, whose which give complete service by allowing to Negro patrons the same privileges as those allowed to white patrons, and those systems which give only partial service to Negroes at the main library. As a form, this plan is confined to the four states of Kentucky, Oklahoma, Virginia, and Texas, and a wide variation is evident in the character of the service rendered. Table 6 gives a reasonably complete picture of the facilities offered through this channel.

That full privileges are extended to Negroes anywhere in the Southern region is a most interesting development. This situation does occur, however, in Covington, Kentucky, and Brady, El Paso, and Pecos, Texas. The divergence from the general pattern may be accounted for partially by a few apparent reasons. Kentucky is a border state between the South and the North, and Covington, the city which offers full privileges, is one of Kentucky's border cities situated just across the Ohio River from Cincinnati. It is quite natural that with this geographical location, Covington would be influenced by the attitudes and cus-

¹Views of librarians expressed to the writer while on a field trip visiting Southern libraries.

toms of the North as well as those of the South.

TABLE 6

SERVICE TO NEGROES AT THE MAIN LIBRARY

<u>Kentucky</u>	<u>Texas</u>
Covington ^a (Kenton County)	Brady ^d (McCulloch County)
Lexington ^b (Fayette County)	Corpus Christi ^d
Newport ^b	El Paso ^a
Paducah ^b	Fort Worth ^e (Tarrant County)
Paris ^b	Pecos ^a
	Port Arthur ^f
<u>Oklahoma</u>	<u>Virginia</u>
Ponca City ^c	Boynton ^g (Mecklenberg County)
	Charlotte Court House ^g (Charlotte County)
	Halifax ^g (Halifax County)
	Petersburgh ^h

^a Full privileges.

^b Partial service.

^c May have cards--no other information available.

^d Full privileges and also station in Negro section.

^e Partial service and also stations in Negro section.

^f Partial service summer only; Negro school branch in winter.

^g Full service privileges but segregated reading room.

^h Separate branch though housed in main library.

The four Texas cities of Brady, Corpus Christi, El Paso, and Pecos also allow Negroes full privileges. The Librarian of the El Paso Public Library accounts for this type of service in El Paso by the following facts: "El Paso is geographically in the state of Texas, but its flavor and customs are decidedly Western with a mixture of Mexico. The problems of the South are lacking."¹ The character of the general population and the size of the Negro population perhaps have also had some influence on the form the service has taken. The total population of El Paso is 102,000, the Mexican population is 58,291, while the Negro population is only 1,855, not large enough in proportion to create the "Negro problem." Somewhat the same facts hold true also for Brady, Corpus Christi, and Pecos, though because of their geographical location, the influence of western attitudes certainly could not be as great. All are comparatively near Mexico, and all have

¹Letter from Mrs. Maud S. Sullivan, Librarian of the El Paso Public Library, January 17, 1939.

a small Negro population: 317 in Brady, 1,951 in Corpus Christi, and only 162 in Pecos. Unquestionably, the above facts have had an important bearing on the type of service given.

Charlotte County Public Library at Charlotte Court House, Virginia, the Halifax County Public Library at Halifax, Virginia, and the Mecklenberg County Library at Boydton, Virginia, also offer full service privileges to Negroes; however, the Negro patrons use separate reading rooms with separate entrances. In two cases, the reading rooms are on the main floor, but in the other, the location of the reading room is on the ground floor. All three of these libraries were gifts to their respective counties by Mr. David K. E. Bruce and his wife, Mrs. Ailsa Mellon Bruce, and it was at their request that all the resources of the libraries be available alike to all racial groups. This form of service makes it simpler for cities to provide more adequate public library facilities for the Negro, but there are obvious limitations to this method.

The Public Library of Lexington, Kentucky, extends the right to borrow books for home use to Negro borrowers, and also provides a separate reading room at the main library for their use, though certain service restrictions are imposed. Newport, Paducah, and Paris, Kentucky, allow Negroes to borrow books for home use, but provide no reading room facilities. At Petersburg, Virginia, the reading room for Negroes is located in the basement of the main library, and is in charge of a Negro attendant, and no books are allowed to circulate from the "upstairs department" to the "downstairs readers." This plan virtually constitutes a separate Negro branch, and a Negro branch under its worst conditions, since it allows no additional service facilities and those which are available are located outside of the Negro population center. Fort Worth and Port Arthur, Texas, have no reading room facilities, though books may be drawn for home use. In the case of Port Arthur, this privilege is allowed only during the summer months when the branch library, in the Negro high school, is closed.

The above analysis shows clearly that there is wide variation in the type of library service given to the Negro in the South at the central offices of public library systems.

Minor forms of service.--A few cities provide service of such a negligible character for their Negro population that they

have not been listed as offering regular service, although in two instances the service offered is officially designated as "Negro branch service." In the following paragraphs, the essential facts regarding all places in which these minor forms of service are known to exist are briefly summarized.

The Mary Willis Library of Washington, Georgia, gives all of its duplicate books to the Negro high school. Until 1927, the public library of Danville, Kentucky, gave service to the Negroes of its community through a branch, but in that year the books belonging to the branch were turned over to the Negro high school and the library unit has since been operated under the Board of Education. Community borrowers may use the library, and the public library still makes occasional book donations.

Originally, the Booker T. Washington School Library of Enid, Oklahoma, was a county library project, and the county appropriated annually a small amount of money for its support. Since 1932, however, there has been no provision made in the county budget for its maintenance. The books it now receives are purchased by the Board of Education, but they are cataloged by the Garfield County Library and the shelf list is kept by this institution. Also, the County Librarian takes an inventory of the holdings of the library at the beginning of each school year, and arranges the books properly on the shelves. No community service is offered.

Two afternoons per week in the summer in Statesville, North Carolina, a Negro woman, who donates her services, circulates books, loaned by the white library, to Negro readers in a former Negro school building. In winter, there is no heat in the quarters used in the summer, so the Negro woman takes the books to her residence, and those who are fortunate enough to hear of this arrangement may borrow books there. There is so little system, and such infrequent change of titles that it has not been felt that this arrangement should be raised to the dignity of a "station."

Weldon, North Carolina, officially has a Negro branch library located in the Negro school. The collection is very small, there is no regular attendant, it is open only intermittently during the day in school months, and it is closed entirely in the summer. It is felt that facilities of this kind could not properly be called a branch.

The Lubbock County Library at Lubbock, Texas, allows Negroes to use books at the central library, but they are denied regular reading room privileges and also the privileges of borrowing books for home use. It evolves itself into almost special individual service, and the reading must be done in one of the empty court rooms, which is possible since the library is housed in the County Court Building.

The Librarian of the Kurth Memorial Library of Lufkin, Texas, requested permission from the Board of Trustees to give service to Negro teachers, ministers, or heads of any Negro educational organizations, and the request was granted. This service is given from the main library building.

El Progreso Public Library of Uvalde, Texas, does not allow Negroes to borrow books for home use, but Negro teachers may borrow books for the school at the rate of four books per teacher, and may retain these books for a period of four weeks.

The King William County Library located at West Point, Virginia, though presumably operating a Negro branch library, sends a few books, which need not be returned, to the Negro elementary school each year. There is no regular schedule of hours for community readers, and it is closed entirely during the summer months. Under these conditions, it does not seem advisable to designate this service as a "Negro branch library."

Summary

Public library service in the South is available to Negroes on both state and local levels, though as a whole, the service given by states is more limited in character and scope than that offered by counties and municipalities.

Four major forms of governmental organization have developed under which all organized local service operates: (1) the Negro branch library, (2) the Negro library station, (3) the independent Negro library, and (4) service for the Negro through the regular library channels. In addition to these four major forms, certain minor forms of service have evolved, but the facilities offered are of such negligible character that they are relatively unimportant in any serious discussion of public library provisions.

CHAPTER IV

GEOGRAPHY OF NEGRO LIBRARY SERVICE

This chapter is mainly concerned with the presentation and interpretation of two simple but important facts connected with library "coverage." Though reference has been made to the cities and counties which give public library service to Negroes, no statement has yet been made as to the actual number of Negroes these areas serve. Also, no statistics have been given concerning the number of Negroes who reside in areas served by libraries, but who do not receive service from these institutions. Therefore, this chapter will concern itself with: (1) the number and distribution of Negro citizens who are served by public libraries, and, (2) the number of Negroes who reside in areas served by libraries, but who do not receive library service. The latter figure will constitute, in effect, a correction of the commonly accepted figure for library coverage in the thirteen Southern states under discussion.

Negro Population with Library Service

Service to Negroes by states.--Table 7 is a compilation which shows by states the number of Negroes receiving public library service in 1939 from local public library agencies in the thirteen Southern states covered by this study. In addition to figures for the total number served by each state, figures showing the per cent of the total Negro population with service have also been included, so that the true perspective might not be lost.

In considering Table 7, the figures must not be taken too literally. For example, the table shows that Kentucky has ten libraries giving service to Negroes, and that thirty-eight per cent of the total Negro population live within these service areas. South Carolina has only four libraries giving service to Negroes, and only fifteen per cent of its total Negro population live within library service areas. On the surface, Kentucky appears to be far more progressive in terms of library service for Negroes than

TABLE 7

PUBLIC LIBRARY SERVICE TO NEGROES IN 1939 FROM LOCAL PUBLIC LIBRARIES^a

State	Total Libraries in State ^b	Libraries in State Serving Negroesc		Negro Per Cent of Total Population	Negro Population	Negroes With Service	
		Number	Per Cent			Total Number	Per Cent of Negro Population
Alabama.....	20	4	20.00	35.70	944, 834	138, 565	14.67
Arkansas.....	42	2	4.76	25.80	478, 463	56, 814	11.87
Florida.....	56	8	14.29	29.41	431, 828	117, 612	27.24
Georgia.....	93	4	4.30	36.83	1, 071, 125	169, 515	15.83
Kentucky.....	70	10	14.29	8.65	226, 040	87, 870	38.87
Louisiana.....	29	3	10.34	36.94	776, 326	169, 941	21.89
Mississippi....	37	3	8.11	50.24	1, 009, 718	66, 633	6.60
North Carolina	80	16	20.00	28.98	918, 647	244, 320	26.60
Oklahoma.....	79	8	10.13	7.19	172, 198	44, 809	26.02
South Carolina	32	4	12.50	45.65	793, 681	122, 117	15.40
Tennessee.....	57	4	7.02	18.25	477, 646	225, 513	47.21
Texas.....	114	19	16.67	14.68	854, 964	249, 626	29.20
Virginia.....	65	14	21.54	26.85	650, 165	189, 790	29.19
Total.....	774	99	12.79	26.07	8, 805, 635	1, 883, 125	21.39

^aAll total population figures are from the U. S. Bureau of Census, Fifteenth Census of the United States: 1930; all other data are from questionnaires and personal visits unless otherwise stated.

^bBased on The American Library Directory, 1939 (New York: R. R. Bowker Co., 1939).

^cThese figures represent libraries as governmental units, not separate agencies of service, such as branches or stations.

is South Carolina. Actually, the situation in Kentucky is not nearly so advanced as it seems. Four of the ten library units listed as giving service to Negroes do so by offering partial service at the main library, and the Negro populations of these four cities, Lexington, Newport, Paducah, and Paris, constitute twenty-nine per cent of the total Negro population of Kentucky in library service areas. Since it has been shown that partial service for Negroes at the main library is definitely restricted, and since these institutions do not publicize the fact that service is available to Negroes at the main library (which is necessary in a region where public services are normally separate for the white and Negro groups), the conclusion must be reached that service of this kind cannot be rated as equivalent to service of a different sort. Thus one comes to the final conclusion that even though South Carolina may retain its rating as listed in Table 7, though the service may be inadequate in comparison with facilities in other areas, the standing of Kentucky should be interpreted in terms of additional factors. The suggestion is made, therefore, that Table 7 be analyzed and also interpreted in terms of Tables 4, 5, and 6. Though the figures are to be interpreted with caution, it may be concluded that one-fifth of the total Negro population in the Southern area had some degree of library service in 1939.

For purposes of comparison with service in former years, a table taken from Wilson's Geography of Reading, has been reproduced here and numbered Table 8. In comparing Table 7 with Table 8, it may be seen that the per cent of Negro population served is increasing--10.46 in 1926, 18.44 in 1935, and 21.39 in 1939. The per cent of increase during the nine-year period between 1926 and 1935 was 8 per cent, and the increase between the four-year period 1935 to 1939 was 3 per cent. The Census of 1940 will, of course, permit a recheck of these figures.

Comparison of service to white and Negro populations by states.--For purposes of comparison, Table 9 shows the number and the per cent of the white population receiving library service from local agencies during the same period and for the same states as shown for Negro service in Table 7. It is therefore possible to compare the per cents for the two groups. For the Southern states as a group, the per cent of the white population receiving service is twice as great as the Negro population receiving serv-

ice. Moreover, the per cents for the white group are consistently higher in every state except Kentucky and Tennessee. These two states will always make a more favorable showing than some of the other states because their Negro population is concentrated in the larger cities. Several of the Kentucky cities offer partial service to the group from the main library, with the result that the total Negro population of these cities is included in any count of Negroes served in the state of Kentucky.

TABLE 8
PUBLIC LIBRARY SERVICE TO NEGROES, 1935*

State	Negro Population	Negroes With Service		Total Libraries in State	Libraries in State Serving Negroes
		Total Number	Per Cent		
Alabama.....	944,834	106,890	11.31	18	2
Arkansas.....	478,463	19,698	4.12	19	1
Florida.....	431,828	84,374	19.54	44	4
Georgia.....	1,071,125	162,843	15.20	53	5
Kentucky.....	226,040	90,531	40.05	64	14
Louisiana.....	776,326	169,941	21.89	16	3
Mississippi...	1,009,718	47,210	4.68	22	2
North Carolina	918,647	134,422	14.63	64	11
South Carolina	793,681	122,117	15.39	53	4
Tennessee.....	477,646	225,201	47.15	34	5
Texas.....	854,964	289,582	33.87	58	16
Virginia.....	650,165	139,918	21.52	46	8
Total, 1935	8,633,437	1,592,727	18.44	491	75
Comparison with Service, 1926					
Total, 1926	8,291,698	866,910	10.46	...	45
Increase...	341,739	725,817	8.00	...	30

*Source: L. R. Wilson, Geography of Reading (Chicago: American Library Association and University of Chicago Press, 1938), p. 33, Table 8.

Service statistics for urban and rural Negro population.--

In any comparison of the accessibility of public services to urban and rural populations it has usually been found that the balance is in favor of the urban group. Public library facilities

are no exception, and it has been concluded that America's greatest library problem was the provision of effective public library service for the one-third of the total population who live on farms and in the small towns and villages of rural America.¹

TABLE 9

COMPARISON OF PUBLIC LIBRARY SERVICE TO THE WHITE AND NEGRO POPULATIONS IN 1939 FROM LOCAL PUBLIC LIBRARIES*

State	Total White Population	White Population With Service		Per Cent of Negro Population Served
		Total Number	Per Cent	
Alabama.....	1,701,414	472,879	27.79	14.67
Arkansas.....	1,376,019	429,609	31.22	11.87
Florida.....	1,036,383	496,784	47.93	27.24
Georgia.....	1,837,381	889,564	48.41	15.83
Kentucky.....	2,388,549	801,413	33.55	38.87
Louisiana.....	1,325,267	658,630	49.70	21.89
Mississippi...	1,000,103	278,023	27.80	6.60
North Carolina	2,251,629	1,089,504	48.38	26.60
Oklahoma.....	2,223,842	819,146	36.83	26.02
South Carolina	945,084	485,639	51.39	15.40
Tennessee.....	2,138,910	929,002	43.43	47.21
Texas.....	4,969,751	2,230,995	44.89	29.20
Virginia.....	1,771,686	1,089,080	61.47	29.19
Total....	24,966,018	10,670,268	42.73	21.39

*"White" here refers to all others than Negroes; population figures from U. S. Bureau of the Census, Fifteenth Census of the United States: 1930.

This conclusion was based on the fact that "of the 45,130,098 people in the United States who are without library service, 39,673,217, or approximately 88 per cent, live in the open country or in towns of less than 2,500 population"; and these 39,673,217 rural people without service constitute 73.7 per cent of the total rural population. On the other hand, only 5,456,881, or 12 per cent of the total number without service live in urban areas, and this number constitutes only 7.9 per cent of the total

¹Wilson, op. cit., p. 31.

urban population. Without question, it may therefore be said that public library service is less accessible to the rural than to the urban dweller.

When public library service for the Negro is viewed from the same standpoint, it is also quite obvious that urban dwellers have a decided advantage over those who live in rural areas when advantages are measured in terms of public library facilities. Table 10 presents a tabular résumé of service to both groups by states, and it may be seen that in no instance is there as high a per cent of the total rural population served as of the urban. Were these differences relatively slight little importance would be attached to the finding, but when the total per cent of the urban population served is approximately ten times greater than the total per cent of the rural population served, 56 and 5 per cent respectively, the finding must be considered as significant.

Negroes without service in places with public libraries.--

In addition to knowing the number of Negroes served by public library facilities in the Southern area, it is equally important to know the number who are without service although they actually reside in places with public libraries. The complete statistics on local public library service in the area, presented in Table 11, will be of assistance in following the computation of this figure and of certain other figures which are natural corollaries to it. Of the 8,805,635 Negroes in the thirteen states under consideration, 6,922,510, or the total Negro population in the area minus the total Negro population receiving service, are without public library service except that provided by state library agencies or private enterprises. Of this 6,922,510, 1,966,870 (shown in the next-to-the-last column in Table 11) live in areas where local library agencies provide service for the white population. Thus, approximately 2,000,000 Negroes actually have no public library service in the South, although they reside in areas which provide this service for the white population. Therefore, the figures reported for library coverage in the South are, in fact, 2,000,000 in excess of the correct total.¹ When the figure 1,966,870 is subtracted from 14,520,262, the total population of all library service areas in the thirteen states, a substantial

¹See Wilson, op. cit., chap. 1.

TABLE 10
LIBRARY SERVICE TO URBAN AND RURAL NEGROES*

State	Population Receiving Service				Population Not Receiving Service		
	Urban	Per Cent	Rural	Per Cent	Total	Urban	Rural
Alabama.....	132, 367	34.34	6, 198	0.92	138, 565	253, 083	670, 186
Arkansas.....	25, 861	29.00	30, 953	7.95	56, 814	63, 301	358, 548
Florida.....	117, 612	55.93	0	0.00	117, 612	92, 680	221, 536
Georgia.....	158, 958	50.20	10, 557	1.40	169, 515	157, 679	743, 931
Kentucky.....	80, 285	68.88	7, 585	6.93	87, 870	36, 276	101, 894
Louisiana.....	158, 885	61.71	11, 056	2.13	169, 941	98, 578	507, 807
Mississippi.....	35, 800	26.72	30, 833	3.52	66, 633	98, 187	844, 898
North Carolina.....	166, 865	67.77	77, 455	11.52	244, 320	79, 372	594, 961
Oklahoma.....	44, 809	66.09	0	0.00	44, 809	22, 992	104, 397
South Carolina.....	60, 353	43.62	61, 764	9.42	122, 117	78, 001	593, 563
Tennessee.....	189, 768	79.01	35, 745	15.05	225, 513	50, 400	201, 733
Texas.....	226, 607	68.70	23, 019	4.38	249, 626	103, 222	502, 116
Virginia.....	146, 410	68.61	43, 380	9.93	189, 790	66, 991	393, 384
Total.....	1, 544, 580	56.26	338, 545	5.48	1, 883, 125	1, 200, 762	5, 838, 954
							7, 039, 716

*Sources: U. S. Bureau of the Census, Negroes in the United States, 1920-1932 (Washington: Government Printing Office, 1935); Tables 4, 5, and 6.

reduction is effected, making the total actually served 12,533, 392,¹ rather than 14,520,262, the figure ordinarily cited as the total number of people receiving public library service in the South.

Possible Causal Factors

A study of library service in another region has shown that such factors as economic ability and urbanization materially affect the extent to which public library service is made available.² This section will point out some interesting observations along a similar vein in regard to service for Negroes, though no attempt has been made to investigate exhaustively this phase of the problem.

Economic ability.--Few statistics are available by which economic abilities may be compared when the group considered consists mainly of individual cities. However, it is possible to secure the number of income tax returns registered for each city whose population is more than one thousand,³ and some indication of economic ability may be gained from these figures. In a comparison of the average number of income tax returns per library service unit for the group of cities and counties giving service to Negroes with the average number for the group which provides service for the white population only, a great inequality was found to exist. The average number of income tax returns for the first group, consisting of 97 city and county library units which do provide Negroes with service, was 3,797, while the average was

¹In making this calculation, population statistics for forty-eight library service areas whose total populations were less than 1,000 in the group giving no service to Negroes, were omitted as the Negro populations of these places are not available in census statistics. Since the total populations were available it was possible to make the following estimates which may be added to the computations in Table 11 if desired, although the totals given in the table are accurate within two-tenths of 1 per cent (.19). Total population affected: 28,112; estimates: white--21,084; Negro--7,028.

²G. G. Purdy, "Public Library Service in the Middle West" (Unpublished Ph. D. dissertation, Graduate Library School, University of Chicago, 1936), chap. v.

³U. S. Bureau of Internal Revenue, "Individual Income Tax Returns for 1936," May, 1938. (Mimeographed.)

TABLE 11

LOCAL PUBLIC LIBRARY SERVICE IN THIRTEEN SOUTHERN STATES^a

State	Population		Total Population of All Library Service Areas
	Total	Negro	
Alabama.....	2,646,248	944,834	714,691
Arkansas.....	1,854,482	478,463	605,949
Florida.....	1,468,211	431,828	680,382
Georgia.....	2,908,506	1,071,125	1,403,378
Kentucky.....	2,614,589	226,040	925,042
Louisiana.....	2,101,593	776,326	1,002,437
Mississippi....	2,009,821	1,009,718	566,240
North Carolina.	3,170,276	918,647	1,544,274
Oklahoma.....	2,396,040	172,198	885,761
South Carolina.	1,738,765	793,681	805,940
Tennessee.....	2,616,556	477,646	1,263,722
Texas.....	5,824,715	854,964	2,582,689
Virginia.....	2,421,851	650,165	1,539,758
Total.....	33,771,653	8,805,635	14,520,263

^aSources: U. S. Bureau of the Census, Fifteenth Census of the United States: 1930; Tables 4, 5, 6, and 7.

TABLE 11 - Continued

Population of Library Service Areas With Service to Negroes			Population of Library Service Areas With No Service to Negroes			Total Number Receiving Service ^b
Total	White	Negro	Total	White	Negro	
409,680	271,115	138,565	305,011	201,764	103,247	611,444
145,833	89,019	56,814	460,116	340,590	119,526	486,423
437,842	320,230	117,612	242,540	176,554	65,986	614,396
472,950	303,435	169,515	930,428	586,129	344,299	1,059,079
654,653	566,783	87,870	270,389	234,630	35,759	889,283
564,875	394,934	169,941	437,562	263,696	173,866	828,571
126,563	59,930	66,633	439,677	218,093	221,584	344,656
811,897	567,577	244,320	732,377	521,927	210,450	1,333,824
428,295	383,486	44,809	457,466	435,660	21,806	863,955
308,502	186,385	122,117	497,438	299,254	198,184	607,756
775,747	550,234	225,513	487,975	378,768	109,207	1,154,515
1,754,546	1,504,920	249,626	828,143	726,075	102,068	2,480,621
614,608	424,818	189,790	925,150	664,262	260,888	1,278,870
7,505,991	5,622,866	1,883,125	7,014,272	5,047,402	1,966,870	12,553,393

^bThis figure is arrived at by subtracting the total Negro population of Library Service Areas with no service to Negroes from the total population of all library service areas.

271 for the group of library units which maintain facilities for the white population and none for the Negro. It is thus evident that the total economic ability of the first group is approximately fourteen times greater than that of the second.

Table 12 presents a comparison of the economic ability of each state based on the number of income tax returns reported for the state, and the availability of public library service for Negroes in each state based on the number of libraries giving service. The "number of libraries" was chosen as a basis rather than the per cent of the population served because it was felt that it would be a more accurate indication of the extensiveness of interest throughout the state in regard to the provision of public library facilities. A large per cent of the total Negro population could be registered as receiving service simply because a few localities with large Negro constituencies provided service of some kind for the Negro group. This, however, would be no guide as to what was being done in other sections of the state.

TABLE 12
COMPARISON OF ECONOMIC ABILITY AND LIBRARY SERVICE*

State	Income Tax Returns, 1936		Libraries in State Serving Negroes		Negro Population Served	
	Number	Rank	Number	Rank	Number	Rank
Texas.....	160,314	1	19	1.0	249,626	1
Virginia.....	63,142	2	14	3.0	189,790	4
Oklahoma.....	52,425	3	8	5.5	44,809	13
Georgia.....	50,112	4	4	7.5	169,515	6
Tennessee.....	47,308	5	4	7.5	225,513	3
Kentucky.....	44,482	6	10	4.0	87,870	10
Florida.....	45,335	7	8	5.5	117,612	9
Louisiana.....	44,482	8	3	11.5	169,941	5
North Carolina.	42,799	9	16	2.0	244,320	2
Alabama.....	32,146	10	4	7.5	138,565	7
South Carolina.	20,275	11	4	7.5	122,117	8
Arkansas.....	16,935	12	2	13.0	56,814	12
Mississippi....	16,708	13	3	11.5	66,633	11

*Sources: U. S. Bureau of Internal Revenue, "Individual Income Tax Returns for 1936," May, 1938 (Mimeographed); Table 5.

It may be seen from Table 12 that the economic rank is relatively consistent with the library rank in each state except in North Carolina. When the coefficient of correlation was computed for the group,¹ it was found to be a + .75, which shows that there is a significant association between the two factors and adds statistical support to the logical assumption that economic ability is a probable causal factor in the provision of library service. The smaller degree of association in North Carolina may be partly accounted for by one outstanding factor. In this state there is a very progressive state library commission which has lent its full support for many years toward the establishment of public libraries for the Negro group.

Total population of library service units.--Another interesting group of questions arise in connection with the possible causal relationship between the size of population and the provision of library service to Negroes. Table 13 indicates the population classes into which library service units, which provide public library facilities for Negroes, fall, and also the population classes of library service units which do not provide service for Negroes, though they do maintain facilities for the white group. The majority of the units which do not give service to Negroes fall in the lowest population groups. When the per cent of units in each class providing service for Negroes is considered, it may be seen that there is a constant progression as the populations increase. This supports the generalization that urbanization and size of population influence the development of public library service for Negroes in a positive direction, and bears out conclusions already reached in a general study of library service in another region.²

When total populations of cities where public libraries are located are used as a basis for population groupings, as shown in Table 14, rather than the populations of the library service areas as shown in Table 13, similar results are evident. Here too, the per cent of cities offering service to Negroes increases as the total populations increase. This table also gives addi-

¹The rank-difference method was used. The formula is:

$$\rho = 1 - \frac{6 \sum D^2}{N(N^2 - 1)}.$$

²Purdy, op. cit., chap. v.

TABLE 13

CLASSIFICATION OF LIBRARY UNITS ACCORDING TO TOTAL
POPULATION AND NEGRO LIBRARY SERVICE

Population Groups	Total Number of Library Units	Number of Library Units Without Negro Service	Library Units With Negro Service	
			Number	Per Cent
2,500- 4,999..	262	256	6	2.29
5,000- 9,999..	117	114	3	2.56
10,000-24,999..	144	121	22	15.28
25,000-49,999..	83	62	21	25.30
50,000-74,999..	27	15	13	48.15
75,000-99,999..	9	1	8	88.89
100,000 and Over	27	1	26	96.30
Total.....	669	570	99	14.80

tional information which permits an interesting observation. Per cents for the number of cities in each population group which give service to the white population only have been included as well as the per cents for the number of cities which serve both

TABLE 14

CLASSIFICATION OF CITIES ACCORDING TO TOTAL POPULATION
AND LIBRARY SERVICE TO NEGROES AND WHITES

Population Groups	Number of Cities	Number With Library Service		Per Cent With Library Service	
		Whites Only	Negroes and Whites	Whites Only	Negroes and Whites
0- 4,999..	420	409	11	97.38	2.62
5,000- 9,999..	145	136	9	93.79	6.21
10,000-24,999..	106	84	22	79.25	20.75
25,000-49,999..	33	15	18	45.45	54.55
50,000-74,999..	16	2	14	12.50	87.50
75,000-99,999..	5	0	5	0	100.00
100,000 and Over	19	0	19	0	100.00
Total.....	744	646	98	86.83	13.17

the white and Negro populations. When these two per cents are compared, it is obvious that public library service is far more likely to be available to the white population in a small city than to the Negro group. This is one of the points at which a dual system of library service for the two races operates to the marked disadvantage of the Negro.

Negro population of library service units.--Again, when Negro population figures are subjected to a similar classification as that applied to total population figures the same conclusions are indicated. These facts are presented in Table 15.

TABLE 15

CLASSIFICATION OF LIBRARY UNITS ACCORDING TO SIZE OF NEGRO
POPULATION AND NEGRO LIBRARY SERVICE*

Population Groups	Total Number of Library Units	Number of Library Units Without Negro Service	Library Units With Negro Service	
			Number	Per Cent
0- 4,999..	497	467	30	6.04
5,000- 9,999..	66	49	18	27.27
10,000-14,999..	39	26	13	33.33
15,000-19,999..	24	15	9	37.50
20,000-24,999..	12	7	5	41.68
25,000-29,999..	8	5	3	37.50
30,000-34,999..	3	1	2	66.66
35,000-39,999..	8	0	8	100.00
40,000-44,999..	2	0	2	100.00
45,000-49,999..	1	0	1	100.00
50,000-54,999..	4	1	3	75.00
55,000-59,999..	0	0	0	0
60,000-64,999..	1	0	1	100.00
65,000-69,999..	0	0	0	0
70,000-74,999..	0	0	0	0
75,000-79,999..	0	0	0	0
80,000-84,999..	0	0	0	0
85,000-89,999..	0	0	0	0
90,000-94,999..	0	0	0	0
95,000-99,999..	1	0	1	100.00
100,000 and Over	3	0	3	100.00
Total.....	669	571	99	14.80

*No library units whose total populations are less than 2,500 are included.

They further emphasize the point that size of population, whether total or Negro, is a decisive factor in the establishment of public library units which serve Negroes.

Negro per cent of total population.--It might be expected that the proportion of the Negro population to the total population would affect the existence of public library service for the Negro. When, however, there is a successive arrangement of the per cents representative of the Negro population served by the 99 library units which provide service for the Negro, it may be seen that this factor actually plays no important part in the establishment of service. The Negro per cent of the total populations of the library units providing service for Negroes ranges from 1.81 to 77.40 with practically no breaks in the succession until 58.73 is reached. After this per cent is reached, only one other figure remains. Therefore the general pattern would remain the same, that of a gradual progression from low to high. This would indicate that neither a low, medium, or high per cent of Negro population to the total population has any special effect on the existence of Negro library service.¹ This point is further substantiated in Table 16, which summarizes in tabular form the influence of certain factors on the existence of public library service for the Negro.

Summary of the influence of certain possible causal factors.--We may now summarize some of these causal relationships. Table 16 attempts to show in statistical form certain factors which seem to be significantly associated with the extent of library service for Negroes. The factors--total population, total wealth, per capita wealth, and Negro per cent of total population--were analyzed for all cities of 10,000 population and over in the thirteen Southern states. The cities included were divided into two groups, those with Negro library service, and those without Negro library service. For each possible causal factor selected, one rank order succession, including both cities with and without service, was arranged according to each factor's numerical representation. This resulted in five rank order successions, one for each factor considered. Each of these sequences was then divided into twelve groups, group number 1 being the

¹See Appendix A for actual figures.

TABLE 16

RELATION OF CERTAIN FACTORS TO THE EXISTENCE OF LIBRARY SERVICE FOR NEGROES^a
Part I. Cities With Negro Library Service

Groups	Total Population		Total Wealth ^b		Per Capita Wealth ^c		Total Negro Population		Negro Per Cent of Total Population	
	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank
1.....	14	14	14	14	8	8	14	14	1	1
2.....	13	26	14	14	12	24	11	22	7	14
3.....	12	36	11	33	11	33	11	33	6	18
4.....	7	28	7	28	8	32	6	24	5	20
5.....	7	35	6	30	7	35	5	25	8	40
6.....	4	24	4	24	4	24	3	18	8	48
7.....	4	28	4	28	4	28	3	21	6	42
8.....	3	24	2	16	6	48	3	24	7	56
9.....	1	9	4	36	4	36	4	36	8	72
10.....	3	30	2	20	4	40	6	60	6	60
11.....	2	22	3	33	3	33	5	55	5	55
12.....	2	24	1	12	1	12	1	12	5	60
Total.	72	300	72	288	72	353	72	344	72	486
Average Rank...	4.17		4.00		4.90		4.78		6.75	

^aOnly cities of 10,000 population or more included.

^bBased on number of income tax returns for each city for 1936 obtained from: U. S. Bureau of Internal Revenue, "Individual Income Tax Returns for 1936," May, 1938. (Mimeographed.)

^cBased on number of income tax returns per capita; same source.

TABLE 16 - Continued
RELATION OF CERTAIN FACTORS TO THE EXISTENCE OF LIBRARY SERVICE FOR NEGROES^a
Part II. Cities Without Negro Library Service

Groups	Total Population		Total Wealth ^b		Per Capita Wealth		Total Negro Population		Negro Per Cent of Total Population	
	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank	Number of Cities	Cumulative Rank
1....	0	0	0	0	6	6	0	0	13	13
2....	1	2	0	0	2	4	3	6	7	14
3....	2	6	3	9	3	9	3	9	8	24
4....	7	28	7	28	6	24	8	32	9	36
5....	7	35	8	40	7	35	9	45	6	30
6....	10	60	10	60	10	60	11	66	6	36
7....	9	63	9	63	9	63	10	70	7	49
8....	11	88	12	96	8	64	11	88	7	56
9....	13	117	10	90	10	90	10	90	6	54
10....	11	110	12	120	10	100	8	80	8	80
11....	12	132	11	121	11	121	9	99	9	99
12....	12	144	13	156	13	156	13	156	9	108
Total	95	785	95	783	95	732	95	741	95	599
Average Rank..	8.26		8.24		7.71		7.80		6.30	

^aOnly cities of 10,000 population or more included.

^bBased on number of income tax returns for each city for 1936 obtained from: U. S. Bureau of Internal Revenue, "Individual Income Tax Returns for 1936," May, 1938. (Mimeographed.)

highest, and group number 12 the lowest.¹ In even this rough calculation it is evident, merely by inspection, that the cities with library service for Negroes generally fell in higher groups for each factor than did the cities without Negro library service. The one outstanding exception to this result was in the case of the distribution of cities according to the Negro per cent of the total population. This factor seemed to have no weight since cities in both groups were scattered fairly evenly throughout the twelve groups.

When these findings were put in a more precise statistical form, Table 16 was the result.² This table shows for both groups, cities with and without Negro library service, the number of cities which fell in each of the twelve groups and the cumulative group rank for each factor. The cumulative rank in each case was obtained by multiplying the number of cities by the rank of the group. The table also shows the total rank and the average rank for each factor for each group. When the average ranks for Part I and Part II are compared, it may be readily seen that the average rank for each factor in Part I is numerically lower than the corresponding averages in Part II, with the one exception already noted. This indicates that the cities in Part I, as a group, have relatively higher group ratings for each factor than do the cities in Part II. The average rank for the Negro per cent of total population, however, is approximately the same in both Parts I and II, which denotes that the proportion of the Negro population to the total has little influence on the existence of public library service for the South's minority group.

Intangible factors.--As no bare figures may describe completely the causes for the present status of any human institution, one must be somewhat cautious as to the entire acceptance

¹See Appendix B.

²A suggested procedure for reading this table is as follows: In group No. 1 for the possible causal factor, total population, there are 14 cities with Negro library service. Each of the 14 cities, therefore, obtain a rank of 1, since this is the 1st group, and the sum of these 14 ranks of 1 (or the number of cities multiplied by the group number) will give the cumulative rank of 14; or for instance:

In group No. 5 for the possible causal factor, total wealth, there are 6 cities with Negro library service, each of the 6 cities, therefore, would obtain a rank of 5, since this is the 5th group, and the sum of these 6 ranks of 5 will give the cumulative rank of 30, etc.

of the figures cited. No evidence has been presented to show why even a limited number of library service areas in the lower population and financial brackets provide Negroes with public library facilities. Why do these library units offer Negroes service? The suggestion may be hazarded that the attitudes of head librarians in these cities, and the efforts of crusading Negro women account for the largest number of such examples.

State laws.--That Texas has a greater number of libraries serving Negroes than any of the other states has been accounted for partially by the fact that the Texas county library law makes special reference to service for Negroes¹ requiring that some provision be made by county libraries for Negro patrons.² Unfortunately, this law applies to county libraries only, and even in the case of these institutions, one hundred per cent results have not been obtained. This may be seen by the example of the Lubbock County Library, listed under "Minor Forms of Service,"³ and the Collingsworth County Library, at Wellington, Texas, which gives no service at all.⁴

Summary

Certain facts of basic importance regarding the number of Negroes to whom public library service is available in the thirteen Southern states have now been enumerated. These data are entirely quantitative; they make no attempt at analysis of the quality of library service to the Negro population. Nevertheless, these mass statistics serve to indicate the magnitude of the problem of supplying the reading needs of the Negro in the South. The major findings of the chapter may be briefly recapitulated in the following form:

Approximately one-fifth of the Negro population of the thirteen Southern states included in this study are provided with public library service. Of the 8,805,635 Negroes in the South in

¹Doxey A. Wilkerson, Special Problems of Negro Education, Staff Study No. 12, Prepared for the Advisory Committee on Education (Washington: Government Printing Office, 1939), p. 149.

²See p. 45.

³See p. 73.

⁴Letter from Katherine Boverie, Librarian of the Collingsworth County Library, January 14, 1939.

1930, only 1,883,125 receive library service, which is provided by 99 of the 744 public libraries in the South (Table 7).

The per cent of the Negro population served by public libraries has steadily increased since 1926 (Tables 7 and 8). However, the per cent of the white population with service is still twice as great as the per cent of the Negro population with service--white, 44.49; Negro, 21.39 (Table 9).

Only five per cent of Southern rural Negroes receive public library service, while public library facilities are maintained for fifty-six per cent of the urban population. Ten times as many urban as rural people, therefore, receive service (Table 10). This disparity between service to urban and rural Negroes is proportionally much greater than the similar disparity between the urban and rural population throughout the nation as a whole.

Over 6,000,000 Negroes are without public library service in the thirteen states considered. Two million of these live in areas where public library service is provided for the white population but none for the Negro population (Table 11). This figure, therefore, constitutes a correction for the usually accepted figure for library coverage in the South.

In an attempt to analyze certain possible contributing factors for the existence of public library service for the Negro, it was found that:

The greater the total and per capita wealth, the larger the total population, and the larger the Negro population, the greater the probability for the existence of Negro library service (Tables 12-16).

The proportion of Negro population to the total population of a given unit seems to have little influence on the existence of public library service for the minority group (Table 16).

Finally, social attitudes and personal zeal, though intangible elements, are factors which also must be reckoned with in any interpretation of the present status of public library service for the Negro in the South. It is highly conceivable that they are fully as important as the statistics presented in this chapter.

CHAPTER IX

CONCLUSION

This study has sought to assemble in useful form the available factual data regarding library service to Negroes in the thirteen Southern states. It has been based on the incomplete statistics accessible in federal, state, and American Library Association publications; these data have been supplemented by statistics collected in the field and by personal inspection of all known localities in the thirteen states which actually provide public library service to the Negro.

Necessarily, then, the study is presented simply as a preliminary exploration of the broad field with which it is concerned. It makes no claim to completeness save in a quantitative sense. In the fields of governmental status, library "coverage," the Negro population served, and administrative organization and management, the basic quantities have been established with substantial completeness for the whole area studied. Qualitative evaluation of the actual effectiveness of the service rendered, on the other hand, has necessarily been of a rather impressionistic sort, although it is submitted that inspection "on the ground" does afford vivid and important impressions of the quality of library service actually available to the Negro population.

This concluding chapter will not attempt to summarize the many facts reported in the study; the various chapter summaries have performed this function. Instead, the chapter will deal briefly with two subjects: (1) a recapitulation of the essential elements in the pattern of library service to the Negro in the South, and (2) the statement of certain recommendations for the future which to the writer seem of much importance in the future development of libraries for the Negro.

The Pattern of Public Library Service to Negroes in the South

The enumeration which follows seeks merely to point out some of the essential characteristics of present public library

services available to Negroes. Types and general quantities are emphasized; for the detailed statistics the reader is referred to the appropriate chapters in the study.

1. Of basic importance is the fact that the service in the South has followed the familiar pattern of the dual system of institutions for the two races. With few exceptions, library units for the Negro population are separate in housing and service, although not necessarily in administrative control. This dual system, in a region which is much below par in economic ability, has resulted in special difficulties in establishing facilities for the Negro in the first place and in providing anything approaching adequate or equal service in the second place.

2. Governmentally and administratively, library service to Negroes has been developed as part of unified library systems. That is to say, the units which serve Negroes are usually branches or stations in a single public library controlled by one board of trustees. There are a considerable and apparently growing number of exceptions to this general rule in the form of independent Negro libraries controlled by their own boards and entirely separate as governmental agencies from libraries for the white population. The results of this type of organization, now represented by eleven examples, are such as to warrant a just and intelligent scrutiny.

3. Judged merely by the extent of service rendered, the Negro population of the South is much less well provided with public libraries than the white population. Of a total of 774 public library units in the South, only 99 provide service for Negroes. Under these conditions service is denied, therefore, to approximately 2,000,000 Negroes who live in areas where public libraries are open to the white population but not to Negroes. Forty-four per cent of the white population of the thirteen states considered receive service in contrast to 21 per cent of the Negro population living in the same area. When service to urban and rural populations is considered the rural Negro is considerably less well off than the urban Negro.

4. Negro library service is most likely to be found in places with large total and Negro populations and with comparatively high total and per capita wealth. Intangible factors are just as significant as causes for the establishment of public libraries for Negroes as are factors that can be stated in terms of

statistical measures. It is thus relatively simple to account for the reason why certain fairly large cities with rather dense Negro populations do not provide service of any sort; and why certain small cities with small Negro populations do provide service.

5. Appropriations for Negro library service are low. Little attempt has been made to develop useful measures of need, and less of an attempt has been made to develop objective standards by which to measure equality of service in comparison with the service provided for the white population. The result is that gross inequalities exist between the service provided for the white group and that provided for the Negro group. These inequalities thus nullify the Negro's full civil rights which the Fourteenth Amendment attempted to guarantee to him.

6. State extension service to Negroes is relatively slight and adds little to local provision. Even the State Libraries themselves, whose collections are frequently special in nature, in some instances make no provision for Negro readers. This fact is lamentable when considered in relation to the almost complete absence of special collections available to Negroes through the general public library facilities accessible to them.

7. Following the general pattern of the American public library, there have developed numerous small, inadequately financed public library units which attempt to provide service to the Negro population. In many instances they are entirely too small to operate as effective public library agencies.

8. The advantages springing from thoughtful and forceful internal administration have not been utilized to any great extent as a means of counteracting many of the difficulties which surround Negro public library service. Quite generally the Negro library is considered less from the point of view of how great difficulties may be surmounted to render a larger and more helpful library service to the Negro population than from the point of view of being able to say that something is being done for the Negro. With such an attitude prevailing in the controlling library authority, the Negro personnel is often selected merely as a means of keeping the Negro library open rather than as competent librarians with qualities of leadership which would make for growth and improved service.

9. Negro secondary schools and Negro colleges and univer-

sities have contributed relatively little to public library service. Secondary schools and public libraries have developed one type of co-operation through their jointly housed and administered library units. However, it may be questioned whether in most of these instances the public library receives many benefits. Colleges and universities and public libraries, in contrast, have developed no characteristic co-operative techniques.

10. The statistics concerning library service to Negroes are unsatisfactory. National statistics are almost wholly lacking, state statistics are meager, and even in local units, accurate data as to costs and other items are often not available. A situation of this kind makes it impossible, without much delay and effort, to view objectively the problems incident to Negro library service.

Recommendations

The present status of public library service for the Negro in the thirteen Southern states under consideration leaves much to be desired. While progress has been noted here and there, it is clear that public library facilities in the South are inadequate for all races--and more inadequate for the Negro.

This inadequacy seems to arise from conditions--historical, legal, and economic--no one of which is likely to be radically changed overnight. However, since it is believed that the public library may contribute significantly to the life of any community group, the important question remains for more specific consideration: what can help the situation? The fact that the present picture is discouraging is no ground for assuming that it is hopeless.

Certain suggestions bearing on this point have been made throughout the previous chapters; for emphasis some of these will be repeated here. In addition, several new suggestions will be presented. The statements which follow in this connection are considered as much an attempt to call attention to the various aspects of the problem as to suggest proposals for its partial solution.

1. The fact that two states--Missouri and West Virginia, though not included in the thirteen states under consideration in this study--which have constitutional provisions requiring sepa-

rate schools for Negroes have developed a different type of free public library service for the Negro shows that the pattern of complete separation of the races is not an inexorable formula for ever closing the case. This is emphasized by the additional fact that certain cities--El Paso, Texas, Covington, Kentucky, and others--have also found that their citizens are willing to permit Negroes to use the free public libraries provided for all citizens.

It is therefore suggested at the outset that it may be unnecessary to assume that traditional patterns must be followed in every case in providing more adequate public library service for the Negro. There may be many communities in the South which could be persuaded to see the advantages of providing one good public library for all races. These communities may be willing to recognize the ill effects for both races which are bound to come from the strife incident to the Negro's ever more insistent demand, in the courts and otherwise, that public library service for him be made equal in fact to the public library service for the white population. These communities may realize the economic impossibility of building two first-rate public library systems--one for the Negro and one for the white group.

Where communities insist upon complete separation, of course, a different approach must be followed. Between the extreme of complete separation and the ideal of one good public library in a community for all races, many varying approaches may be possible. The time, place, attitudes, and circumstances of each community must be weighed carefully in deciding upon the proper approach.

2. Some agency should be responsible for accurate and regular reporting of information concerning public library service for the Negro. In this connection three possible sources for the collection and dissemination of this information may be suggested: The Library Service Division of the United States Office of Education, the American Library Association, and the Negro library school, if such an institution is again established. Little constructive planning can be done unless accurate information as to present conditions is readily available.

3. A proposal of a somewhat similar sort is that the "Work with Negroes Round Table" of the American Library Association be revived, or that a comparable organization be established. It will be recalled that in the survey of the literature dealing ex-

clusively with public library service for the Negro it was found that the "Work with Negroes Round Table" was responsible for much of the available data.¹ In addition, it is possible that the subjects and problems discussed in an organization of this kind would be in themselves of sufficient value to necessitate no further justification.

4. A library school for Negroes should be established in which fees are not prohibitive to the majority of Negroes who desire to secure professional library training. No service can be better than the personnel which operates it, and at the present time no library school is maintained in the South in which Negroes may matriculate.

5. Intensive field work of a general advisory nature should be carried on among the public library agencies for Negroes in the South. This type of activity has proved successful in the field of secondary education for Negroes in at least one Southern state, and it is unquestionably needed in the public library field. Trained Negro workers might be attached to the state library extension agencies in a manner similar to the association of the Inspector of Negro High Schools in North Carolina with the North Carolina Department of Public Instruction. With most public libraries for Negroes still in an embryonic state of development, a service of this nature is greatly needed.

6. Special consideration should be given to the choice of the library unit which is to provide public library service for the Negro.

(a) When for a variety of reasons it is apparent that effective service cannot be provided by means of a branch library unit, it is recommended that an independent Negro library be established. This form of organization has been eminently successful in the field of state-provided higher education for the Negro; indeed, it is open to serious question whether the same degree of success could have been obtained by these state Negro colleges if the institutions had been branches of the state universities to which Negroes are not admitted.

(b) The regional library offers numerous opportunities for improved service, especially in any region where the financial limitations make it impossible to provide satisfactory administrative officers for numerous small units.

¹See p. 2.

7. Improved co-operative arrangements between all social and educational agencies interested in the education of the Negro in its wider aspects are essential. This implies a state of active concern on the part of all such agencies. Important results may be anticipated from greater development in this direction.

8. Many of the problems which now handicap the extension and enlargement of public library service for the Negro are incident to economic inadequacies. The greatest hope in this connection lies in the more active entry of state and federal governments into the field of public library service by means of grants-in-aid. If this dream were to come true, a very serious question would immediately arise in regard to Negro service: what service might be considered as equal to that provided for the white group? This question leads to the final recommendation.

9. Negro librarians should interest themselves in aiding and participating in research designed to set up objective standards for the measurement of public library collections and services. These standards would serve as a starting point for the determination of equal facilities and would thus provide a sound basis for further study of equalization of library service by those concerned with this difficult and perplexing problem.

